

ZOO INTERCHANGE STUDY

SAFETEA-LU 6002 AGENCY COORDINATION PLAN



**U.S. Department of Transportation
Federal Highway Administration**



**Wisconsin
Department of Transportation**

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Revision History

Identify changes to the Coordination Plan.

Version	Date	Document Name	Revision description and why it was needed.
	12/08	Coordination Plan	Update on contacts, corrections

Section 1 Introduction

1.1 Purpose of the Coordination Plan

Section 6002 of the Safe, Accountable, Flexible, Efficient Transportation Equity Act: A Legacy for Users (SAFETEA-LU 6002) requires a project's lead agencies' to establish a plan for coordinating public and agency participation during the environmental review process. SAFETEA-LU 6002 applies to projects for which an Environmental Impact Statement (EIS) is being prepared and is not optional for such projects. SAFETEA-LU 6002 may be applied to projects being advanced through Environmental Assessments (EAs) or Categorical Exclusions (CEs) at the discretion of the project's lead agencies.

The purposes of the SAFETEA-LU 6002 coordination plan are to facilitate and document the lead agencies' structured interaction with the public and other agencies and to inform the public and other agencies of how the coordination will be accomplished. The coordination plan is meant to promote an efficient and streamlined process and good project management through coordination, scheduling, and early resolution of issues.

SAFETEA-LU 6002 coordination plans should be developed early in the environmental review process after project initiation and should outline the points for review and comment by the participating and cooperating agencies, as well as by the public.

1.2 Project Background

The Zoo Interchange Study is a reconstruction project proposed in Milwaukee County, Wisconsin. The Zoo Interchange project area includes approximately seven miles of freeway corridor leading to and through the Zoo Interchange from I-94 at 124th Street (west limit) to 70th Street (east limit) and I-894/US 45 at the Lincoln Avenue (south limit) to US 45 at Burleigh Avenue (north limit).

In general, the purpose of the proposed action is to address the study-area freeway system's deteriorated condition and obsolete design of the roadway and bridges and high crash rates in the project corridor.

In addition to National Environmental Policy Act (NEPA) documentation, this project will likely require a Section 404 permit under the Clean Water Act.

1.3 Agency Coordination in Preparation of the Coordination Plan

The Wisconsin Department of Transportation (WisDOT), in cooperation with the Federal Highway Administration (FHWA), has prepared the following coordination plan as required by SAFETEA-LU 6002 for the proposed reconstruction of the Zoo Interchange. This coordination plan has been developed in cooperation with the U.S. Army Corps of Engineers (Corps), U.S. Environmental Protection Agency (EPA), U.S. Fish and Wildlife Service (FWS), Wisconsin Department of Natural Resources (DNR), City of Milwaukee, City of Wauwatosa, and City of West Allis.

Key points in the agency coordination process to date:

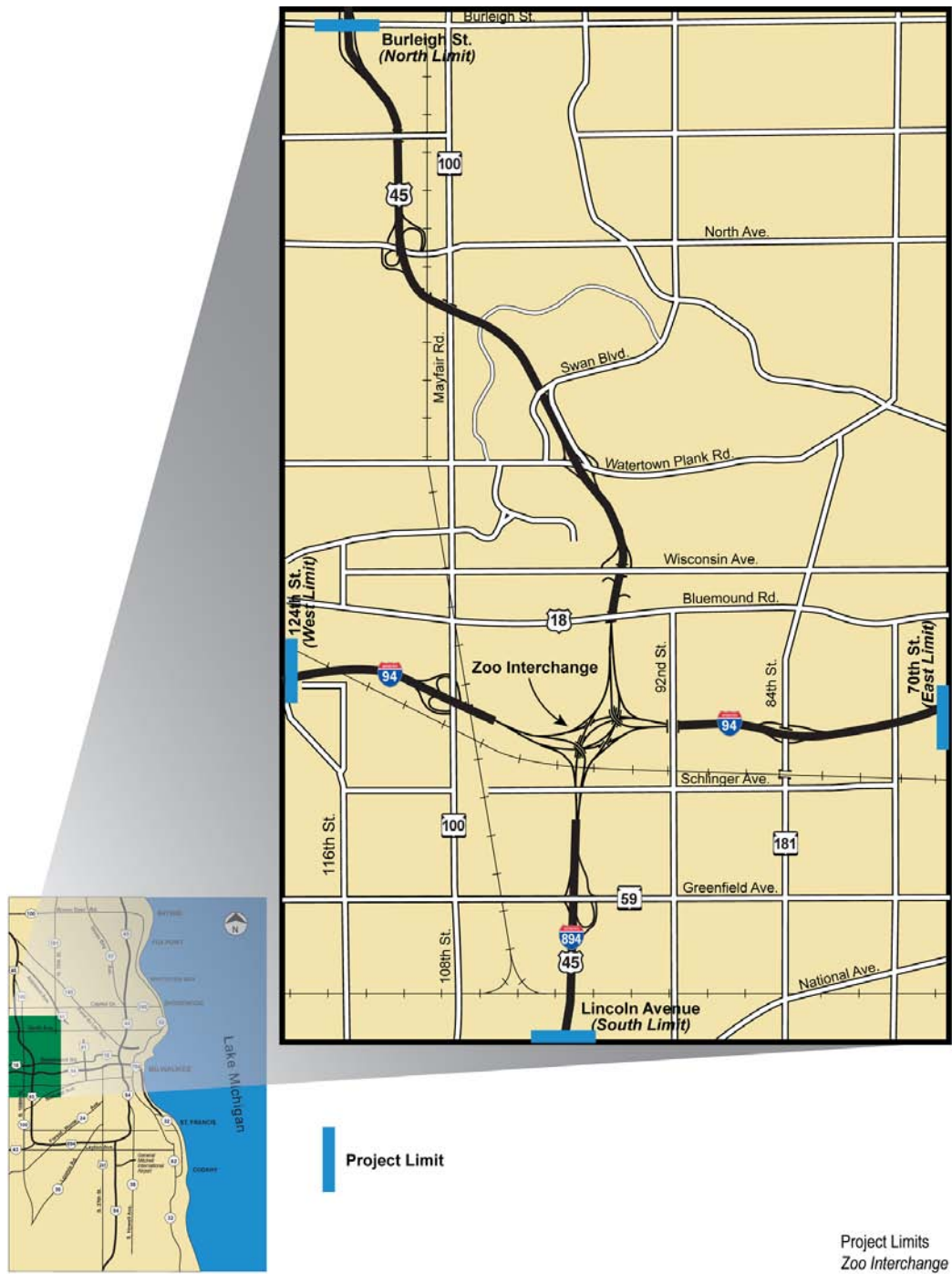
February 2008: Agency scoping meeting (FHWA, WisDOT, DNR, EPA, Corps, Cities of Milwaukee, Wauwatosa and West Allis attended)

Future Key points:

May 2008: Review/concurrence with project purpose and need.

September 2008: Review/concurrence with the range of alternatives considered. WisDOT and FHWA will present the range of alternatives considered and preliminary impact information at a meeting.

1.4 Project Vicinity Map



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Section 2. Lead/Cooperating/Participating Agencies

2.1 Agency Definitions

Federal Lead Agency: The U.S. Department of Transportation agency conducting the NEPA analysis. For the Zoo Interchange Study, this is FHWA.

Joint Lead Agency: A project sponsor that is a state or local government receiving SAFETEA-LU funds. For the Zoo Interchange Study, this is WisDOT.

Cooperating Agencies: Federal agencies other than the Federal Lead Agency who have jurisdiction by law or special expertise with respect to any environmental impact involved in a proposal (or a reasonable alternative) for legislation or other major Federal action significantly affecting the quality of the human environment. For the Zoo Interchange Study, this may be the U.S. Army Corps of Engineers if a Section 404 permit is required.

Participating Agencies: Federal, state or local agencies who may have an interest in the project. Participating, cooperating and lead agencies for the Zoo Interchange Study (and other agencies invited to be participating agencies) are listed in the following table.

2.2 List of Agencies, Roles, and Responsibilities

Agency Name	Role	Responsibilities
Federal Highway Administration	Federal Lead Agency	Manage 6002 process, prepare NEPA document, provide opportunity for public and participating/cooperating agency involvement
Wisconsin Department of Transportation	State Lead Agency	Manage 6002 process, prepare NEPA document, provide opportunity for public and participating/ cooperating agency involvement
U.S. Army Corps of Engineers	Cooperating Agency (if Section 404 permit will be required)	Section 404 permit jurisdiction. Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review the NEPA document.
U.S. Fish and Wildlife Service	Declined invitation to be a Participating Agency	Endangered Species Act Consultation, Biological Opinion. Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review the NEPA document.
U.S. Environmental Protection Agency	Participating Agency	Review NEPA document for sufficiency. Provide comments on purpose and need, impact assessment methodologies, and range of alternatives.
Natural Resources Conservation Service	Participating Agency	Farmland Protection Policy Act coordination, if required.
Wisconsin Department of Natural Resources	Participating Agency	Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review NEPA document.

Agency Name	Role	Responsibilities
Wisconsin State Historic Preservation Office	Declined invitation to be a Participating Agency	Section 106 coordination.
Wisconsin Department of Agriculture, Trade and Consumer Protection	Declined invitation to be a Participating Agency	Prepare Agricultural Impact Statement, if required.
Bad River Band of Lake Superior Chippewa Indians of Wisconsin	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Forest County Potawatomi Community of Wisconsin	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Ho-Chunk Nation	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Sokaogon Chippewa Community Mole Lake Band	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Prairie Band Potawatomi Nation	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Menominee Indian Tribe of Wisconsin	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Sac and Fox Nation of Oklahoma	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Sac and Fox of the Mississippi in Iowa	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Sac and Fox Nation of Missouri in Kansas and Nebraska	Declined invitation to be a Participating Agency	Indicate Tribe's interest in participating in project planning; notify WisDOT and FHWA if there are known cultural resources in the study area.
Great Lakes Intertribal Council	Declined invitation to be a Participating Agency	Notify WisDOT and FHWA if there are known cultural resources or tribal issues in the study area.

Agency Name	Role	Responsibilities
Bureau of Indian Affairs	Participating Agency	Notify WisDOT and FHWA if there are known tribal issues in the study area.
Milwaukee County	Declined invitation to be a Participating Agency	Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review NEPA document.
City of Milwaukee	Participating Agency	Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review NEPA document.
City of Wauwatosa	Participating Agency	Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review NEPA document.
City of West Allis	Participating Agency	Provide comments on purpose and need, impact assessment methodologies, and range of alternatives. Review NEPA document.

2.3 Agency Contact Information

Specify contact information for each agency.

Agency	Contact Person/Title	Phone	E-mail / Address
Federal Highway Administration	David Scott, SE Freeways Coordinator	608/829-7522	david.scott@fhwa.dot.gov
Wisconsin Department of Transportation	Donna Brown, Project Director	262/548-8713	donna.brown@dot.state.wi.us
	Carrie Cooper, Environmental Planner	262/548-6735	carrie.cooper@dot.state.wi.us
U.S. Army Corps of Engineers	Rebecca Gruber	262/547-4171	Rebecca.M.Gruber@usace.army.mil
U.S. Department of Fish and Wildlife	Louise Clemency	920/866-1734	Louise_Clemency@fws.gov
U.S. Environmental Protection Agency	Sherry Kamke	312/353-5794	Kamke.sherry@epa.gov
Natural Resources Conservation Service	John White	262/547-8241	john.white@wi.usda.gov
Wisconsin Department of Natural Resources	Mike Thompson	414/263-8648	MichaelC.Thompson@wisconsin.gov
Wisconsin State Historic Preservation Office	Sherman Banker	608/264-6507	Sherman.Banker@wisconsinhistory.org
Wisconsin Department of Agriculture Trade and Consumer Protection	Alice Halpin	608/224-4646	Alice.halpin@wisconsin.gov
Bad River Band of Lake Superior Chippewa	Edith Leoso		P.O. Box 39 Odanah, WI 54861

Agency	Contact Person/Title	Phone	E-mail / Address
Indians of Wisconsin			
Forest County Potawatomi Community of Wisconsin	Mike Alloway		P.O. Box 340 Crandon, WI 54520
Ho-Chunk Nation	Bill Quackenbush		P.O. Box 667 Black River Falls, WI 54615
Red Cliff Band of Lake Superior Chippewa Indians of Wisconsin	Lisa Bresette		88385 Pike Road, Highway 13 Bayfield, WI 54814
Sokaogon Chippewa Community Mole Lake Band	Robert Van Zile		3051 Sand Lake Road Crandon, WI 54520
Prairie Band Potawatomi Nation	Steve Ortiz		16281 Q Road Mayetta, KS 66509
Menominee Indian Tribe of Wisconsin	David Grignon		P.O. Box 910 Keshena, WI 54135
Sac and Fox Nation of Oklahoma	Sandra Massey		Route 2, Box 246 Stroud, OK 74079
Sac and Fox of the Mississippi in Iowa	Jonathan Buffalo		349 Meswaki Road Tama, IA 52339-9626
Sac and Fox Nation of Missouri in Kansas and Nebraska	Deanne Bahr		305 North Main Reserve, KS 66434
Great Lakes Intertribal Council	Michael W. Allen		P.O. Box 9 Lac du Flambeau, WI 54538
Bureau of Indian Affairs Midwest Regional Office			One Federal Drive Minneapolis, MN 55111-4007
Milwaukee County	George Torres	414/257-6596	gtorres@milwcnty.com 10320 Watertown Plank Road Wauwatosa, WI 53226
City of Milwaukee	Jeff Polenske	414/286-2400	jpolen@mpw.net 841 N. Broadway, Milwaukee, WI 53203
City of Wauwatosa	Bill Kappel	414/479-8933	bkappel@wauwatosa.net 7725 W. North Ave. Wauwatosa, WI 53213
City of West Allis	Pete Daniels	414 /302-8374	pdaniels@ci.west-allis.wi.us 7525 W. Greenfield Ave. West Allis, WI 53214

Section 3. Coordination Points and Responsibilities

3.1 Agency Expectations

The expectations for Federal Lead and Joint Lead Agencies are:

- Take such action as is necessary and proper to facilitate the expedited review of the environmental review process.
- Ensure that documents required under NEPA are completed in accordance with SAFETEA-LU and applicable state and federal laws.
- Provide, as early as practicable but no later than the appropriate project milestone, project information on purpose and need, environmental resources, alternatives and proposed methodologies.
- Provide the Coordination Plan to Participating and Cooperating Agencies.
- The Federal Lead Agency (FHWA) will have ultimate responsibility for:
 1. Reviewing and adopting the NEPA document
 2. Ensuring that the Joint Lead Agency (WisDOT) complies with all design and mitigation commitments.
- Develop a project purpose and need, the range of alternatives to be considered and other procedural matters.
- Involve tribal governments in the NEPA process.

The expectations for Cooperating Agencies are:

- Identify as early as practicable any issue of concern regarding the project's environmental or socioeconomic impacts.
- Identify as early as practicable any issues that could substantially delay or prevent the granting of a permit or other approval needed for the project.
- Share information that may be useful to the Federal Lead Agency (FHWA), Joint Lead Agency (WisDOT), Cooperating and Participating Agencies.
- Participate in meetings and field review.
- Assume, at the Federal Lead Agency (FHWA) request, responsibility for preparing and/or reviewing analysis over which that Cooperating Agency has special expertise, depending on Cooperating Agency's resource availability.
- Generally use their own resources and funds.

- Provide comments on purpose and need, coordination plan, impact analysis methodologies, alternatives within 30 days of receipt thereof.
- Review and comment on preliminary drafts of the NEPA document.

The expectations for Participating Agencies are:

- Identify as early as practicable any issue of concern regarding the project's environmental or socioeconomic impacts.
- Identify as early as practicable any issues that could substantially delay or prevent the granting of a permit, delay completion of the environmental review process, or result in denial of approval needed for the project.
- Provide input and comments on purpose and need, impact assessment methodologies, and alternatives within 30 days of receipt thereof.
- Respond affirmatively in writing to the letter of invitation to be a participating agency (for non-federal agencies) within 30 days of receipt thereof.
- Respond in writing to the letter of invitation if you wish to decline the invitation and opt out of the role/process (for federal agencies) within 30 days of the receipt thereof.
- Provide input on this Coordination Plan and schedule.
- Participate as needed in Issues Resolution Process described in Section 3.2.
- Coordination with the Wisconsin DNR will be in accordance with the November 2002 DOT/DNR Cooperative Agreement.

3.2 Coordination Points, Information Requirements, and Responsibilities

The following table lists key coordination points, specifies the information required at each coordination point, and who is responsible for transmitting that information.

Coordination Point	Information to be Provided	Agency Responsible	Information to be Received	Agencies Responsible
Notice of Intent	Notice of intent was published in Federal Register. Presented initial agency coordination plan and invited agencies to agency scoping meeting	FHWA		Participating and Cooperating Agencies
Scoping Meeting	Will present initial agency coordination plan and overview of project limits and deficiencies. Also will present the Impact Methodologies for comment.	FHWA WisDOT	Initial comments	Participating and Cooperating Agencies

Public Workshops	Presented information on need for the project, and collected public ideas, issues and concerns for the Zoo Interchange.	WisDOT FHWA		
Impact Assessment Methodologies	Provide participating agencies the opportunity to be involved in the development and review of the methodologies	FHWA WisDOT	Comments on impact assessment methodologies	Participating and Cooperating Agencies
Public Workshops	Will present baseline data and seek issues and concerns.	FHWA WisDOT		Public
Public Informational Meetings (1st Round)	Will present Draft Purpose and Need Statement and initial range of alternatives presented.	FHWA WisDOT		Public
Purpose and Need	Provide participating and cooperating agencies with draft purpose and need statement via letters; solicit comments.	FHWA WisDOT	Comments	Participating and Cooperating Agencies
Range of Alternatives	Provide participating and cooperating agencies with information regarding alternatives being considered via letters; solicit comments	FHWA WisDOT	Comments	Participating and Cooperating Agencies
Public Informational Meetings (2nd Round)	Present refined alternatives, preliminary information on impacts.	FHWA WisDOT		Public
Socioeconomic and natural resource impacts (no SAFETEA-LU required coordination)	Identification of resources located within project area and general location of alternatives; development of mitigation strategies and commitments if applicable.	FHWA WisDOT		Participating and Cooperating Agencies
Circulate draft EIS document	Draft EIS document	FHWA WisDOT	Comments	Public, Participating and Cooperating Agencies
Public Hearing	Draft EIS document, alternatives under consideration, impacts, benefits	FHWA WisDOT		Public
Preferred Alternative	Illustration of preferred alt, costs, impacts, benefits, reasons for selection	FHWA WisDOT	Comments	Participating and Cooperating Agencies
Signed Final EIS	Final EIS document	FHWA		

document		WisDOT		
Record of Decision		FHWA		
Section 404 Permit decision	Section 404 permit	Corps		

3.3 Issue Resolution Process

The Federal Lead Agency (FHWA), the Joint Lead Agency (WisDOT) and Cooperating and Participating Agencies shall work cooperatively in accordance with this section to identify and resolve issues that could delay completion of the environmental review process or could result in denial of any approvals required for the project under applicable laws.

Based on information received from the Federal Lead Agency (FHWA), Joint Lead Agency (WisDOT), Cooperating and Participating Agencies shall identify, as early as practicable, any issues of concern regarding the project's potential environmental or socioeconomic impacts. Issues of concern include any issues that could substantially delay or prevent the granting of a permit or other approval that is needed for the project.

The following issues resolution process will be followed:

- Meetings will be held as needed during the NEPA process to discuss and resolve issues.
- If issues are not being resolved in a timely manner:
 1. An official issues resolution meeting will be scheduled.
 2. Federal Lead Agency (FHWA) contacts relevant participating agency(ies) to determine if any information necessary to resolve issue is lacking.
 3. Federal Lead Agency (FHWA) determines that all information needed to resolve issue has been obtained.
 4. The Federal Lead Agency (FHWA) will notify the heads of all Participating and Cooperating Agencies, the Governor, the Committee on Environment and Public Works of the Senate, the Committee on Transportation and Infrastructure of the House of Representatives and the Council of Environmental Quality, and
 5. If resolution cannot be achieved within 30 days following such a meeting, then
 6. FHWA Division Administrator drafts notification including: project description, details of issue(s) that could not be resolved; names of invited and actual agencies that participated in meeting; date of meeting; and determination that resolution could not be reached.
 7. The Federal Lead Agency (FHWA) will publish such notice in the Federal Register.

8. FHWA Headquarters sends notification to heads of participating agencies; project sponsor, Governor, appropriate Senate and House Committees.

Section 4. Project Schedule

This table presents key milestones and timeframes for agency input.

Coordination Point	Anticipated Date of Information "In"	Agency Responsible	Anticipated Date of Information "Out"	Agency Responsible
Notice of Intent to Prepare EIS	May 2008	FHWA WisDOT	N/A	
Impact Assessment Methodologies	April 2008	FHWA WisDOT	May 2008	Participating and Cooperating Agencies
Purpose and Need	May 2008	FHWA WisDOT	June 2008	Participating and Cooperating Agencies
Range of Alternatives	September 2008	FHWA WisDOT	October 2008	Participating and Cooperating Agencies
Identify Preferred Alternative	To be determined; either identified in Draft EIS document or Final EIS document	FHWA WisDOT		Participating and Cooperating Agencies
Circulate Draft EIS document	March 2009	FHWA WisDOT	April 2009	Participating and Cooperating Agencies
Public Hearing	April 2009	FHWA WisDOT		
Circulate Final EIS document	September 2009	FHWA WisDOT	October 2009	Participating and Cooperating Agencies
Record of Decision	December 2009	FHWA		
Section 404 Permit decision	2010 or 2011	Corps	N/A	

Section 5. Public Involvement Process

WisDOT and FHWA are implementing an extensive public involvement process. A project website will be maintained throughout the Zoo Interchange corridor study. Meetings will be held with community groups, neighborhood groups, minority groups, business groups, and environmental groups. The following are key public involvement milestones:

January 2008, Public Workshops: Open house meetings to explain study process and schedule and invite public to write down their concerns and suggestions on maps of the study area.

Spring 2008, Newsletter: Announcing the May Public Information Meetings and providing some background on the Zoo Interchange Project.

May 21 and 29 2008, 1st Public Information Meetings: Open house meetings to present purpose and need of the project and initial range of alternatives.

Summer 2008, Wisconsin State Fair: Zoo Interchange Corridor Study Project staff was available at the Wisconsin State Fair from July 31 to August 10 to present Zoo Interchange alternatives, answer questions and to collect comments from the fair attendees.

Fall 2008, Newsletter: Announcing the October Public Information Meetings and providing some information on the Alternatives Analysis and Frequently Asked Questions (FAQ's) on the Zoo Interchange Project.

October 2008, 2nd Public Information Meetings: Open house meetings to present refined alternatives.

April 2009, Public Hearing: Open house meetings for public to give testimony on alternatives and the project

July 2009, Public Information Meetings: Open house meetings to present preferred alternative.

Stakeholder meetings will continue throughout the design and construction phases of the project.